

Annual Report on Homelessness Services In Maryland



Fiscal Year 2003

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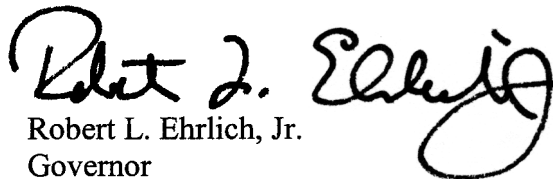
Dear Reader:

Thank you for your interest in the issue of homelessness in Maryland. This document, *Annual Report on Homelessness Services in Maryland*, contains the most recent data from Maryland homeless shelter providers, collected by the Maryland Department of Human Resources. Included in this report is data pertaining to services provided to people homeless in Maryland between July 1, 2002, and June 30, 2003. This report is also accessible online at www.dhr.state.md.us.

My Administration is deeply committed to the goal of providing all citizens of Maryland the opportunity to live in and maintain decent, affordable housing in safe and healthy communities. Through continued partnerships among the public and private sectors and the human services advocacy community, we are confident that this goal can and will be reached.

We greatly appreciate the participation of providers of homeless services throughout the State in the preparation of this report. Without their willingness to complete the survey used to compile the data, this report could not have been possible.

Very truly yours,


Robert L. Ehrlich, Jr.
Governor

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Introduction

In State Fiscal Year 1987, the Maryland Department of Human Resources' Office of Transitional Services began to collect information annually from emergency shelters, transitional housing programs, and other agencies that provide services to homeless people. The results of this data collection have been published in Annual Reports on Homelessness Services as mandated by the Maryland General Assembly. Utilization of the data is widespread. Service providers, students and teachers, people doing research, government agencies, and others use the data to write reports, prepare grants, and develop new services. The Office of Transitional Services, which administers State and Federal programs serving Maryland citizens who are homeless, offers this report on homelessness services in Maryland.

Please note that other publications are available from the Office of Transitional Services including:

- o The Directory of Maryland Emergency Shelters and Transitional Housing Programs;
- o The Maryland Emergency Food Program (MEFP) Annual Report;
- o The Statewide Nutrition Assistance Program (SNAP) Annual Report.

Copies of this report and the others listed above can be obtained by contacting the Office of Transitional Services on (410) 767-7719. These publications are also available on-line at www.dhr.state.md.us.

The Office of Transitional Services

MISSION

The mission of the Office of Transitional Services is to end hunger and homelessness in Maryland using the provision of food, emergency shelter, transitional housing, permanent housing, and supportive services administered through collaborative partnerships with Federal and State programs, local governments, Departments of Social Services, and community-based organizations. The Office administers funding for community-based services by working in partnership with local governments, shelter providers, advocates, consumers, and community agencies in all jurisdictions of the State.

The Office of Transitional Services administered the following programs in FY 2003.

THE HOMELESSNESS PREVENTION PROGRAM (HPP)

HPP funds provide grants to households with a pending eviction and funding for support counselors who work with tenants and landlords to prevent evictions. HPP operates in all 24 Maryland jurisdictions. By providing short-term mediation or linkage to resources, the program helps families and individuals at risk of eviction to stay in their housing. In FY 2003, the program helped prevent evictions for 10,517 households statewide; 2,328 through eviction prevention grants and the remainder through mediation, court action, or other intervention services.

THE EMERGENCY AND TRANSITIONAL HOUSING AND SERVICES PROGRAM (ETHS)

ETHS provides State funding for emergency shelters and transitional housing programs in all 24 Maryland jurisdictions. ETHS funds shelter beds and support services such as food, transportation, and case management. It may also provide eviction/foreclosure prevention assistance. ETHS operates through local governments, with significant involvement of local homelessness services agencies in each jurisdiction. The interaction of local and state groups demonstrates the effective partnerships that are essential for this program. The ETHS program funded approximately 195,000 emergency shelter and transitional housing bednights during FY 2003. In addition, 65,756 emergency motel bednights were provided to individuals and families when an appropriate shelter placement was not available.

Freezing and Inclement Weather Plans, detailing the resources available in the event of freezing or inclement weather, are submitted to the Office of Transitional Services yearly as part of the ETHS Program. Each jurisdiction designs its own plan for inclement weather. The proposals reflect the involvement of participating local agencies. This cooperation expands the types and quantity of available resources, such as shelter space, security, transportation, food, outreach, and supportive counseling.

THE HOUSING COUNSELOR & AFTERCARE PROGRAM (HCP)

Operating in 5 jurisdictions, this program assists low income families who are homeless, or in imminent danger of becoming homeless, to locate, secure, and maintain permanent housing. Counselors help families establish adequate credit references and to apply for subsidized housing. The counselors can also help families access local public and private resources for the first and last month's rent, security deposits, utility payments, or donations of furniture.

Housing counselors help families to develop and maintain relationships with landlords, often paving the way for people with credit or reference problems to obtain permanent housing. Other assistance may include helping families locate more affordable housing after a rent increase, or helping to find another apartment located near public transportation that is more suitable for a new place of employment. In many of these instances, people are able to remain in housing or to find new housing before being evicted, and as a result, public and

private agencies are saved the cost of providing shelter for these households. In FY 2003, 625 households were served by the HCP.

THE SERVICE-LINKED HOUSING PROGRAM (SLH)

The Service-Linked Housing Program provides funds to employ local resident advocates to link low-income residents of permanent housing to community services in 13 jurisdictions. SLH stabilizes households that are in precarious situations, thereby avoiding episodes of homelessness. The local Resident Advocates help link the residents to health services, education, job training, employment, addiction treatment, and other counseling. In FY 2003, the program helped 2,347 households to maintain their permanent housing.

HOMELESS WOMEN-CRISIS SHELTER HOME PROGRAM (HW-CSP)

The Homeless Women-Crisis Shelter Home Program provides shelter, room and board, counseling, and referral services to homeless women and children. The shelters offer a 24-hour crisis hotline in addition to safe accommodations and meals. Other services include direct resource referral for housing, physical and mental health care, education, training, employment services, and case management. This program is located in 13 jurisdictions in Maryland. In FY 2003, the Homeless Women-Crisis Shelter Home Program helped approximately 2000 women and children receive emergency shelter and related services.

THE FEDERAL SUPPORTIVE HOUSING PROGRAM (SHP)

Through SHP, the Department of Housing and Urban Development provides funds to local jurisdictions to fill gaps in their continuum of care for homeless persons and families, with a long-term focus on ending homelessness. Funds may be used for permanent housing, supportive services, information systems to count and track services for homeless families and individuals. Through the Shelter Plus Care program, funds are available for rental assistance for disabled homeless people. The State Department of Health and Mental Hygiene administers this program.

Over the past two years, the Office of Transitional Services has changed its role from serving as applicant for seventeen rural jurisdictions to providing technical assistance to local consortia of service providers who now apply directly to HUD for funding. The shift has empowered local jurisdictions to determine their needs, prioritize programs, and coordinate federal funds with local monies. OTS provides assistance through a consultant experienced in the HUD application process, through training and technical assistance, often jointly sponsored with the local HUD office, and through small grants to assist in the writing of the Continuum of Care.

THE EMERGENCY FOOD ASSISTANCE PROGRAM (TEFAP)

The Emergency Food Assistance Program (TEFAP) distributes federal surplus foods to emergency food pantries and soup kitchens. The program operates in a partnership with local governments and community organizations in all of the State's 24 jurisdictions. In

federal fiscal year 2003, the U.S. Department of Agriculture provided 495 emergency food pantries, soup kitchens, and shelters with 5.5 million pounds of commodities. These commodities provide a base supply for emergency feeding locations, enabling these sites to use their resources for the purchase of additional foods. More than 350,000 households in Maryland received TEFAP commodities in FFY 2003.

MARYLAND EMERGENCY FOOD PROGRAM (MEFP)

The Maryland Emergency Food Program (MEFP) provides grants to assist emergency food providers, (including soup kitchens, food pantries, and shelters) in purchasing food for needy individuals and families. It is a complement to The Emergency Food Assistance Program (TEFAP) because MEFP funds allow providers to purchase the foods that are not available from TEFAP or those which are in short supply. MEFP was funded for FY 2003 at \$1,050,000. During the fiscal year, 256 emergency food programs were awarded a total of \$1,037,872.64 for the purchase of food.

In FY 2003, there was a significant change to the administration of MEFP. Through FY2001, local administering agencies handled the distribution of funds for the State, most notably, the Center for Poverty Solutions (CPS) which had 17 of the 24 jurisdictions. In the fall of 2001, because CPS found themselves unable to administer the program, OTS assumed responsibility for the allocation of MEFP funding.

STATEWIDE NUTRITION ASSISTANCE PROGRAM (SNAP)

The Statewide Nutrition Assistance Program (SNAP) funds the purchase of capital equipment for emergency food pantries, shelters, and food banks, such as shelving, refrigerators, freezers, and food handling equipment. SNAP was funded for FY 2003 at \$325,000. During this fiscal year, SNAP distributed financial grants to 47 food pantries and emergency feeding organizations. Maryland food banks received \$47,615.75 in SNAP funds and food pantries received \$278,189.

HOME-DELIVERED MEALS TO PERSONS WITH HIV/AIDS

The Maryland Legislature allocated \$500,000 in FY 2003 for the expansion of home delivered food and nutrition counseling to persons with HIV/AIDS. The program recognizes that many people suffering from the effects of HIV/AIDS have very specific dietary needs. Nutritious meals, prepared in a safe and contamination-free manner, help maintain the immune system and reduce the side effects of some medications. Two programs were enlisted to carry out this function. Food and Friends, based in Washington, D.C. provides services to Southern Maryland (Calvert, Charles, and St. Mary's Counties) as well as Frederick, Washington, Montgomery and Prince George's Counties. Maryland Community Kitchen, based in Baltimore, has introduced services to eight counties on the Eastern Shore (Caroline, Cecil, Dorchester, Kent, Somerset, Talbot, Wicomico, and Worcester Counties). The Maryland Community Kitchen also provides outreach services to Baltimore City.

THE ADVISORY BOARD OF THE SHELTER, NUTRITION, AND SERVICES PROGRAM FOR HOMELESS INDIVIDUALS (ALSO KNOWN AS THE GOVERNOR'S ADVISORY BOARD ON HOMELESSNESS)

Since its inception in 1984, the Governor's Advisory Board on Homelessness has had the responsibility of advising the Department of Human Resources in regard to issues affecting homelessness such as the effectiveness of programs, the adequacy and clarity of its regulations, and the needs of those who are homeless. The Board also recommends allocations for homeless programs administered by the Office of Transitional Services and works with local boards and coalitions concerned with homelessness.

The Board consists of two appointed members from each of the eight congressional districts in Maryland. Board members provide a variety of functions in their advisory capacity. Among those functions, members provide the following:

- ? Connecting with local homeless boards in their jurisdictions to foster communication with the Maryland Department of Human Resources and to be informed on critical issues.
- ? Advocating for the interests of people who are homeless while promoting public awareness of relevant issues.
- ? Participating in special projects. During the previous two years the Board has developed recommendations on issues pertaining to mental illness and substance abuse as well as the development of a proposal for Standards of Care for shelters and shelter staff.

This diverse group of citizens has extensive experience and expertise in the development and evaluation of programs for persons experiencing homelessness. Activities the Board is currently involved with are subcommittees addressing:

- o Interagency coordination;
- o Access to mental health and substance abuse treatment;
- o Standards for shelters.

Annual Data Collection On Homelessness Services

METHODOLOGY

This report is based on information gathered from surveying homeless shelters. This survey has been conducted using a consistent format since fiscal year 1987. At the end of the fiscal year, a questionnaire is sent to all known providers of emergency and transitional shelters, as well as programs that provide motel placements for people who are homeless. The surveys are either mailed, e-mailed, or faxed directly by the Office of Transitional Services (OTS) staff to local shelter providers or key contact people in local jurisdictions assist with the distribution and collection of the surveys. Several attempts were made to solicit the cooperation of shelter providers. In addition, telephone calls to shelter providers are made in an attempt to get surveys completed.

Data was requested for State Fiscal Year 2003 (July 1, 2002 - June 30, 2003). All known providers of overnight shelter in Maryland are surveyed, not just those that receive State or Federal funding. Services other than overnight stays, such as daytime drop-in services, referral services, food or clothing assistance, and case management, are not counted by this study.

Most shelter providers who received surveys completed and submitted the surveys. However, some known and operating shelters did not complete the survey. When this happens, data from the non-responding shelters' prior year's surveys is included in this year's data. While it is understood that this is not the most accurate method of data collection, it is considered more accurate to include recent data from shelters known to be in operation than to not include any data from the non-responding shelters.

It is important to note that eleven shelters whose data was included in FY 2002's Annual Report have closed. The data from these shelters' prior years' submissions is not included in this year's report. Likewise, data from eleven shelter providers that may be providing shelter services but have not submitted a completed survey for two consecutive years is not included in this report. Also, the decision was made to not include data from a domestic violence shelter whose data was included in prior years' annual reports. These shelter providers' data contributed significantly to the statistics reported for FY 2002. This may account, in part, for significant changes in data categories for some jurisdictions and statewide.

The information from the survey is compiled and summarized by the Office of Transitional Services. The data is given to a key contact person in each jurisdiction to review before it is published. Because the methodology of this study has not significantly changed since its inception, this report can be a useful tool in gauging the extent to which people access homeless shelter services in Maryland.

ASSUMPTIONS AND DEFINITIONS

Counting the number of people who are homeless is a difficult task. Because of the difficulties inherent in counting the entire homeless population, the Office of Transitional Services gathers and reports information only on people who have stayed in an emergency shelter, transitional housing program or who have received an emergency motel placement. Therefore, the data in this report reflects only the number of homeless persons who receive shelter as reported by local

providers on the Homelessness Services Survey form. **This report does not include an absolute count of the number of homeless people in Maryland.**

This methodology used to collect data for this report counts only the number of people served by shelter providers whose staff completed the FY 2003 Homelessness Services Survey and submitted it to the Office of Transitional Services. Some data charts presented in this report include estimates provided by survey respondents and, in some cases, estimates for non-responding service providers based on prior years' survey submissions are also included.

Jurisdictions with no formal shelter system, or with incomplete information about local shelter programs, may appear to have fewer homeless people receiving services than is actually the case. This study does not attempt to count the number of people experiencing homelessness, but instead measures the use of shelter services as reported by local agencies across Maryland.

An assumption inherent in this survey is that duplication exists in the reported number of people served by shelters. People who stay in more than one shelter during the fiscal year are counted by each shelter. There currently is no workable way to avoid this duplication.

For the purpose of this report, people are considered homeless if they received overnight shelter in an emergency, motel, or transitional facility that serves homeless people. While acknowledging the existence of people who are living in overcrowded housing or in unsuitable housing, and those who, for whatever reason, do not access needed shelter, this report can include statistics only for those who are served by shelter providers. It is important to emphasize that the **number of people served** reported in this study is not a count of all homeless people in Maryland. It is also not an absolute count of the number of different people served by shelter providers during the fiscal year.

A “**bednight**” is the most accurate and unduplicated unit of measure to study the use of homeless shelters. Each night a shelter bed is filled by a person is considered one bednight. If one bed is used for an entire week, the total number of bednights for the week is seven. If a shelter with five beds is fully occupied for a week, the total number of bednights is thirty-five (seven multiplied by five). Because the bednight count is unduplicated, it is a more accurate measure of the provision of shelter service than the number of people served, which may include duplication between shelters.

Each time an individual is refused shelter or a motel placement because of a program's lack of space or funds, it is defined as a **turnaway**. Not all shelter facilities keep track of turnaways, so the number of turnaways reported reflects only the number of turnaways reported by agencies that collect and report turnaway data. Some shelter facilities report an estimated number of turnaways. Also, there is no way to track the number of times a person or family is turned away from different facilities before finding a shelter that can accommodate them.

Shelter providers were asked whether they provide emergency shelter, transitional housing, or undesignated shelter, and whether they are open year-round or only part of the year. The Office of Transitional Services allows each facility to identify itself as it sees fit. In general terms, stays in emergency shelters are short term. Stays in transitional shelters are longer term, from three months to two years, and include more services, housing counseling, and/or case management. Some providers pay for emergency motel placements for people, providing bednights when the facility has no beds available or not enough beds.

The **average length of stay** in Maryland shelters is calculated by dividing the number of bednights by the number of people served. Using this simple method, one can find both the average length of stay for all types of placements combined (emergency, transitional, and motel placements), and the average length of a stay for each of the three types of placements (emergency shelter, transitional shelter, or motel placements). The data, however, applies only to nights spent in the fiscal year period of the survey (July 1, 2002 through July 2003). Some transitional shelters allow residents to stay for two or more years. If a shelter is full for all 365 days, but each bed turns over once (serves two different people that fiscal year), then each person's "average" length of stay is 182.5 days, although a person may actually stay for over a year, including the days not in that fiscal year. Therefore, this average does not necessarily reflect the actual average length of a shelter stay, but can be used to compare to prior years.

Local homeless service agencies also submit demographic information about people served. **Age, household composition, gender, and ethnicity** are the four areas about which data is collected. It is important to note that some providers do not keep demographic data on their customers, so demographic totals for each jurisdiction may not equal the reported total number of people served.

Data Collection Results

SHELTERS

Each year new shelters open and others close. This report includes data from surveys received from 185 known providers of emergency shelter, transitional shelter, and motel placements in Maryland in FY 2003. This is a decrease from 195 known providers in FY 2002. This report includes data from 15 shelter providers that had not been included in prior reports. Either these shelters were recently opened or were not previously known to be in operation.

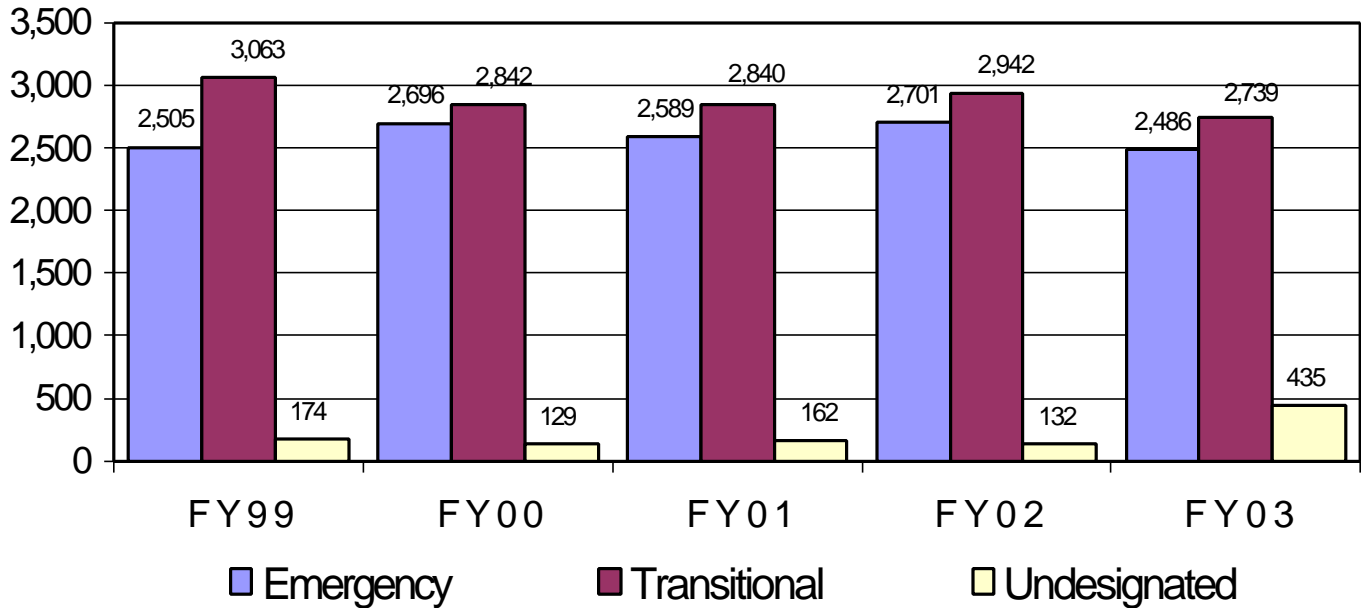
It is important to note that eleven shelters whose data was included in FY 2002's Annual Report have closed. The data from these shelters' prior years' submissions is not included in this year's report. Likewise, data from eleven shelter providers that may be providing shelter services but have not submitted a completed survey for two consecutive years is not included in this report. Also, the decision was made to not include data from one domestic violence shelter whose data was included in prior years' reports. These shelter providers' data contributed significantly to the statistics reported for FY 2002. This may account, in part, for significant changes in data categories for some jurisdictions and statewide.

SHELTER BEDS

There were 5,660 emergency, transitional, and undesignated beds in Maryland shelters, a decrease of 115 beds from FY 2002. There were more transitional housing beds than emergency shelter beds available in Maryland. Shelter providers reported a decrease of 215 emergency shelter beds, a decrease of 203 transitional housing beds, and an increase of 303 "undesignated" beds in FY 2003 as compared with FY 2002. Some shelters categorize their beds as "undesignated" when the beds are used as either transitional housing or emergency shelter depending on the need.

The graph below shows the number of shelter beds by type (emergency, transitional, or undesignated) in Maryland for the past 5 years.

Maryland Homeless Shelter Beds by Type: FY 1999 - FY 2003



Import Note: The decision to not include old data from eleven shelters that have not responded to the homelessness services survey for the past two years and the decision to not include the data from a domestic violence shelter, as well as the closure of eleven shelters, contributes significantly to the reduction in the number of beds being reported for FY 2003 as compared to FY 2002. These 23 shelters contributed 423 beds (7.3%) in the data for FY 2002.

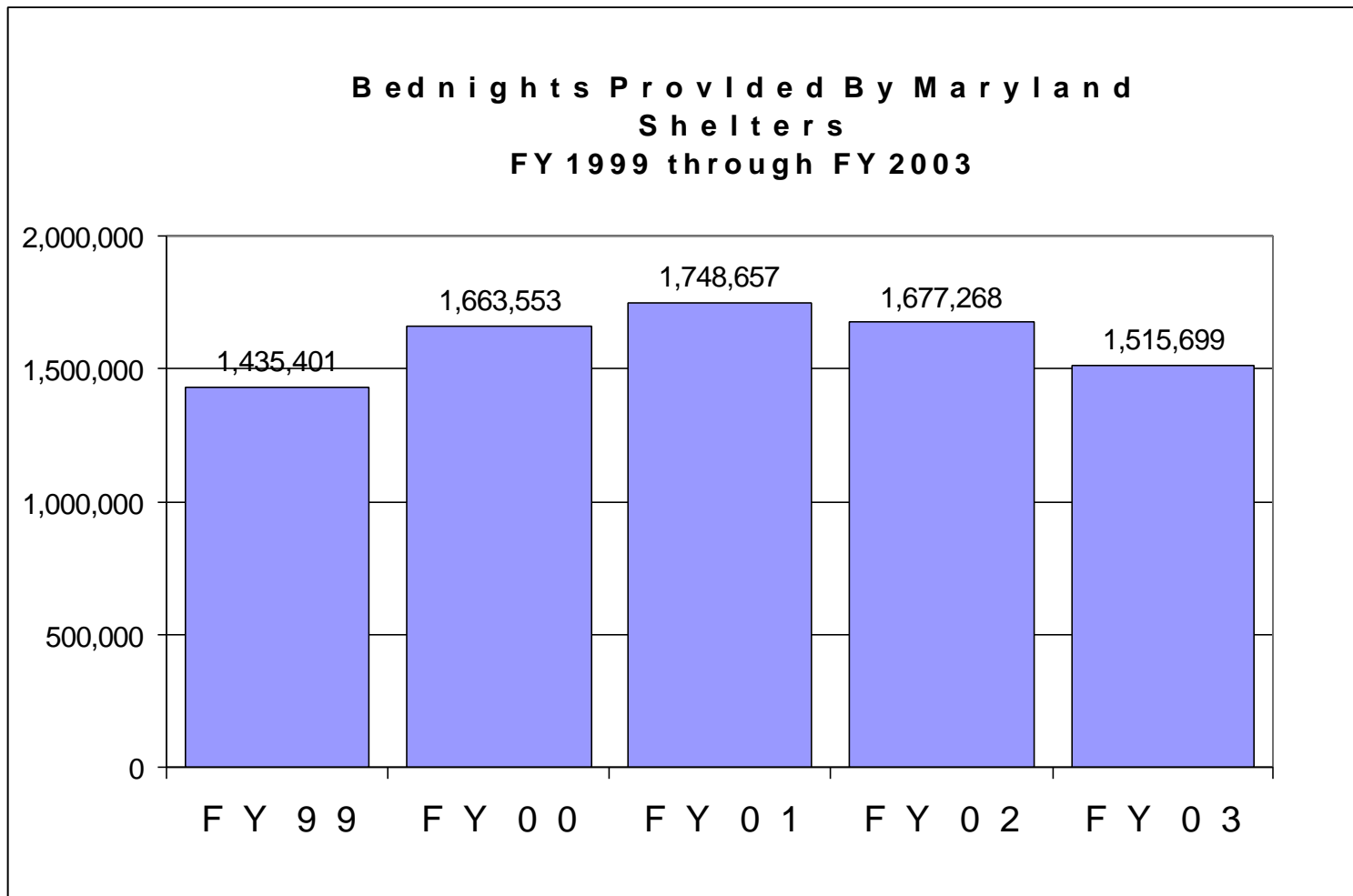
The table below shows the number and type of shelter beds reported available in each Maryland jurisdiction in FY 2003. There were 115 fewer shelter beds reported available in FY 2003 than FY 2002.

SHELTER BEDS IN MARYLAND
by Jurisdiction
State Fiscal Year 2003

Jurisdiction	Emergency	Transitional	Undesignated	Total	Change from FY 02
Allegany	81	59	30	170	0
Anne Arundel	144	88	51	283	+62
Baltimore City	809	1,058	136	2,003	-102
Baltimore County	156	116	0	272	+55
Calvert	40	28	0	68	-5
Caroline	0	46	0	46	0
Carroll	84	31	50	165	+19
Cecil	25	9	59	93	+5
Charles	4	16	52	72	+4
Dorchester	9	8	0	17	-2
Frederick	94	222	4	320	-8
Garrett	15	0	0	15	0
Harford	54	54	0	108	+13
Howard	40	92	0	132	+3
Kent	0	0	0	0	0
Montgomery	345	567	30	942	-11
Prince George's	309	224	0	533	-148
Queen Anne's	0	0	0	0	0
St. Mary's	6	12	0	18	+2
Somerset	0	0	0	0	0
Talbot	0	6	0	6	-2
Washington	182	68	23	273	+16
Wicomico	59	33	0	92	+6
Worcester	30	2	0	32	-22
TOTAL	2,486	2,739	435	5,660	-115

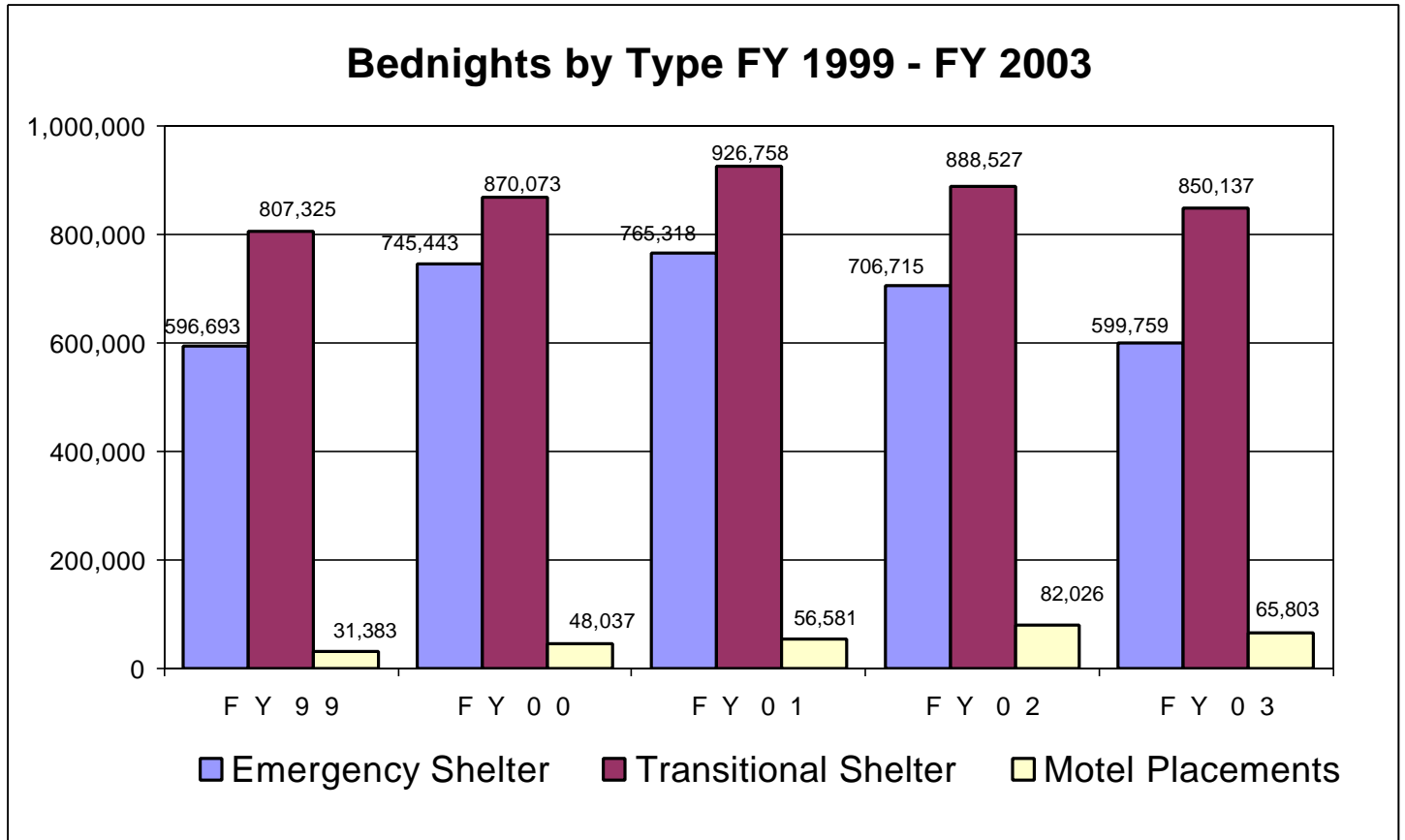
BEDNIGHTS

Counting bednights measures the number of nights each shelter bed was occupied. This figure is reported by the type of shelter bed (emergency, transitional, or motel placement). In FY 2003, a total of 1,515,699 bednights were reported provided. This is a decrease of 161,569 bednights as compared to FY 2002.



Import Note: The decision to not include data from eleven shelters that have not responded to the homelessness services survey for the past two years and the decision to not include the data from a domestic violence shelter, as well as the closure of eleven shelters, contributes significantly to the reduction in the number of bednights being reported for FY 2003 as compared to FY 2002. These 23 shelters contributed 127,630 beds (7.6%) in the data for FY 2002.

Bednights provided by transitional shelters comprised 56 percent of all bednights reported in FY 2003. There were 850,137 transitional bednights, 599,759 emergency bednights, and 65,803 motel bednights. The graph below shows the number of bednights provided over the past five years by type of shelter bed provided.



Import Note: The decision to not include data from eleven shelters that have not responded to the homelessness services survey for the past two years and the decision to not include the data from a domestic violence shelter, as well as the closure of eleven shelters, contributes significantly to the reduction in the number of beds being reported for FY 2003 as compared to FY 2002. These 23 shelters contributed 46,270 (6.5%) emergency shelter bednights, 80,598 (9.1%) transitional housing bednights, and 762 (0.9%) motel bednights in the data for FY 2002.

The following chart shows the number of bednights reported in FY 2003, by type of bednight, for each jurisdiction in Maryland.

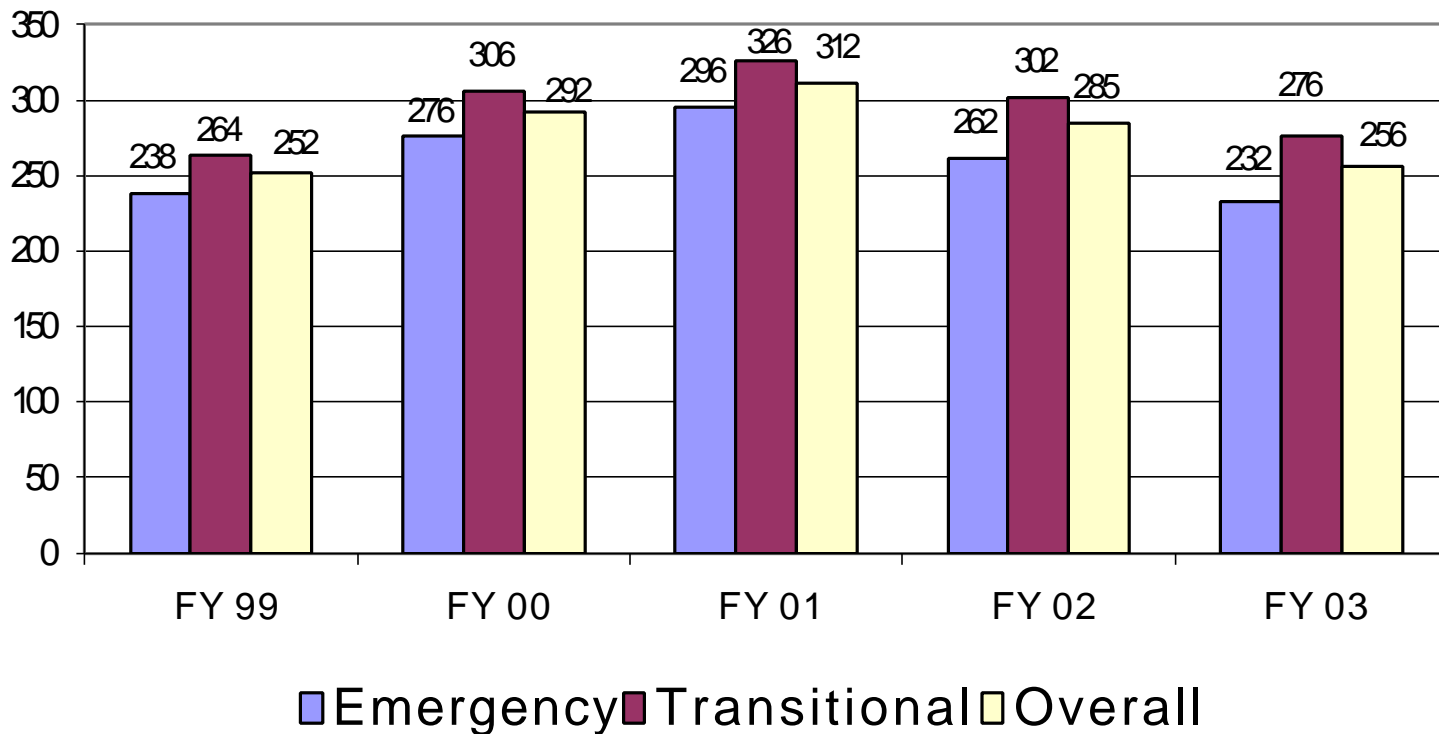
Bednights Provided by Jurisdiction FY 2003

Jurisdiction	Emergency Shelter	Transitional Shelter	Motel Placements	Total Bednights	Change from FY 2002
Allegany	7,106	13,581	7	20,694	-1,198
Anne Arundel	37,984	42,055	735	80,774	+18,206
Baltimore City	224,123	332,628	1,026	557,777	-96,845
Baltimore County	38,787	21,848	2,206	62,841	+5,693
Calvert	7,597	7,454	122	15,173	-1,871
Caroline	0	6,078	44	6,122	-11
Carroll	22,826	16,425	320	39,571	3,615
Cecil	4,565	19,558	1,457	25,580	-2,266
Charles	5,857	14,474	2,070	22,401	+731
Dorchester	1,593	2,920	9	4,522	+311
Frederick	8,483	62,793	1,413	72,689	+6,647
Garrett	893	0	240	1,133	+155
Harford	10,111	13,872	4,018	28,001	+1,217
Howard	13,849	25,750	6,342	45,941	-754
Kent	0	0	27	27	-23
Montgomery	86,430	182,510	36,019	304,959	-40,862
Prince George's	76,329	58,356	2,217	136,899	-53,865
Queen Anne's	0	0	0	0	-9
St. Mary's	353	360	4,393	5,106	-3,302
Somerset	0	0	186	186	+33
Talbot	0	1,302	38	1,340	-472
Washington	31,222	19,157	1,888	52,267	+1,206
Wicomico	15,702	8,536	988	25,226	+1,816
Worcester	5,952	480	38	6,470	+279
TOTAL	599,759	850,137	65,803	1,515,699	-161,569

OCCUPANCY

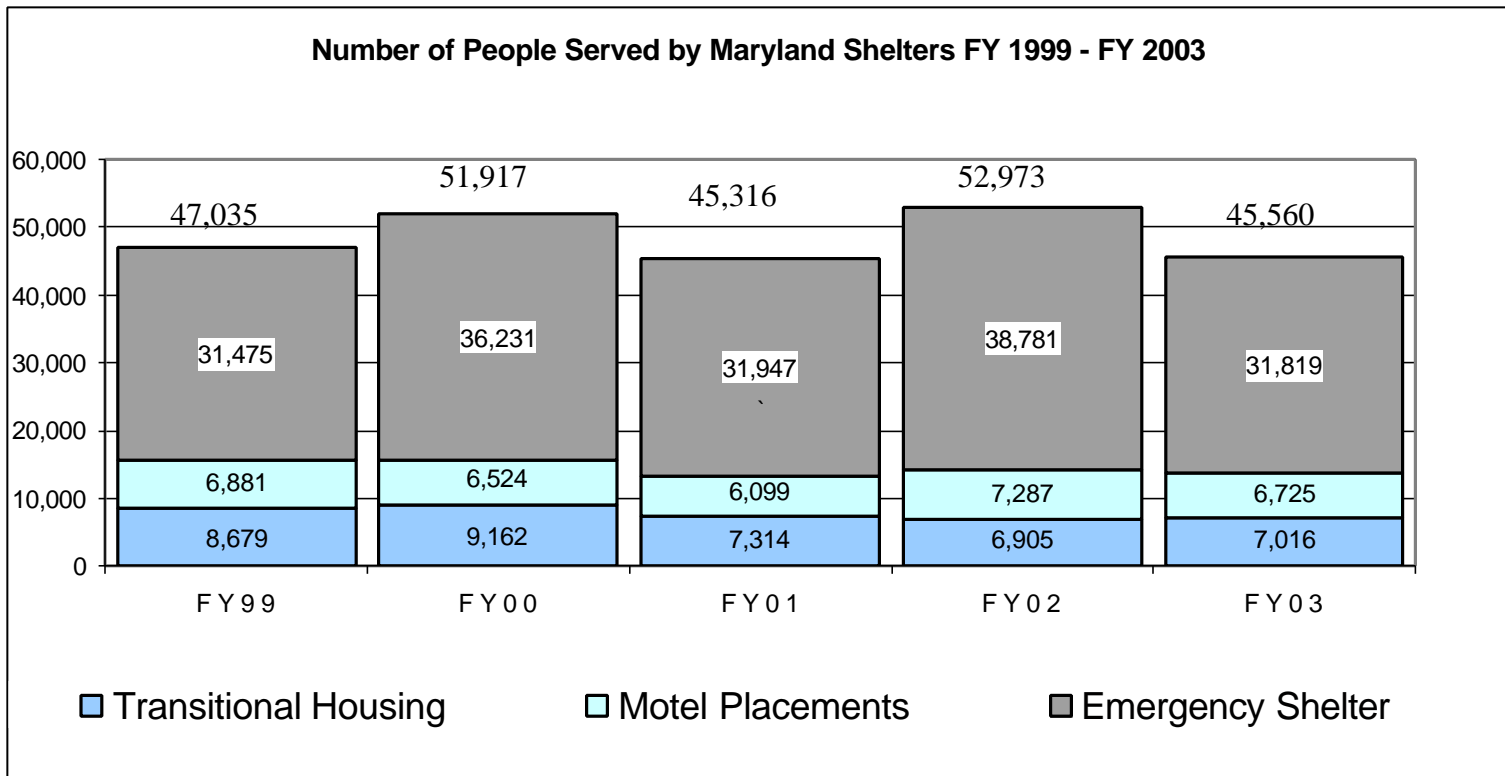
It is important to relate the number of available beds to the number of bednights. These two indicators are not affected by duplication so comparing the two can be useful. There were 2 percent fewer beds available and 9.6 percent fewer bednights provided in FY 2003 as compared to FY 2002. Therefore, the overall average number of bednights per bed was less in FY 2003 as compared to FY 2002. The statewide overall average number of bednights per bed was 256 in Maryland in FY 2003. The number of nights per bed decreased for both emergency shelter and transitional housing in FY 2003 compared to FY 2002. The chart below shows the average number of bednights per bed for emergency shelter, transitional housing and the overall average for the past five years.

**Nights per Bed FY 1999 to FY 2003
Emergency Shelter, Transitional Housing,
& Overall Average**



NUMBER OF PEOPLE SHELTERED

The total number of people who were served by Maryland's homeless shelters in FY 2003 was 45,560. This is a 14% decrease from 52,973 people served in FY 2002. The chart below shows the number of people sheltered, by type of shelter, over the last five years.



Import Note: The decision to not include old data from eleven shelters that have not responded to the homelessness services survey for the past two years and the decision to not include the data from a domestic violence shelter, as well as the closure of eleven shelters, contributes significantly to the reduction in the number of people served being reported for FY 2003 as compared to FY 2002. These 23 shelters contributed 6,832 people served (13.0%); 5,879 (15.2%) people served in emergency shelters, 801 (11.6%) people served in transitional housing, and 152 (2.1%) people served in motels in the data for FY 2002.

The number of people served, as reported by Maryland's known homeless shelters, was lower in FY 2003 than was reported for FY 2002. However, it is difficult to draw conclusions from this figure. It is also important to note that the rate of duplication – the same person being reported by different shelters - is unknown. Although shelters are becoming more sophisticated in keeping records of whom they serve, there is no working system to coordinate reporting of people between shelters, and especially across jurisdictions.

The table below shows the number of people served as reported by emergency shelters, transitional housing, and by motel placements in twenty-three counties and Baltimore City.

Number of People Sheltered by Jurisdiction FY 2003

Jurisdiction	Emergency Shelter	Transitional Housing	Motel Placements	Total Served	Change from FY 02	Percent of State
Allegany	329	104	7	440	-23	1.0%
Anne Arundel	820	243	117	1,180	+4	2.6%
Baltimore City	20,440	2,915	892	24,247	-6,227	53.2%
Baltimore County	1,061	146	331	1,538	-59	3.4%
Calvert	240	70	45	355	-48	0.8%
Caroline	0	62	19	81	+7	0.2%
Carroll	641	725	29	1,395	+833	3.1%
Cecil	232	266	305	803	-247	1.8%
Charles	238	134	473	845	-20	1.9%
Dorchester	122	20	0	142	-55	0.3%
Frederick	424	494	451	1,369	+146	3.0%
Garrett	27	0	112	139	+53	0.3%
Harford	301	90	788	1,179	+187	2.6%
Howard	253	126	334	713	+87	1.6%
Kent	0	0	12	12	-28	0.03%
Montgomery	2,101	859	1,387	4,347	-1,369	9.5%
Prince George's	1,645	282	193	2,120	-643	4.7%
Queen Anne's	0	0	0	0	0	0.0%
St. Mary's	167	82	341	590	+142	1.3%
Somerset	0	0	18	18	-4	0.04%
Talbot	0	28	38	66	+4	0.1%
Washington	1,493	293	693	2,479	+132	5.4%
Wicomico	899	69	105	1,073	-266	2.4%
Worcester	386	8	35	429	-16	0.9%
TOTAL	31,819	7,016	6,725	45,560	-7,413	100%

TURN-AWAY OCCASIONS

Shelter providers reported that on 47,190 occasions people were refused shelter or motel placements because of lack of space or lack of funds during FY 2003. There were 7,151 more turn-away occasions reported for FY 2003 as compared to FY 2002.

An accurate count of turn-away occasions would give information on the unmet need for homeless shelter beds. However, several providers do not collect turn-away occasion data. When shelters report that turn-away occasion data is not collected, the number of turn-away occasions is reported as zero when data is compiled for this report. Some shelter providers estimate the number of turn-away occasions. Estimates by shelter providers are included in the data compiled for this report.

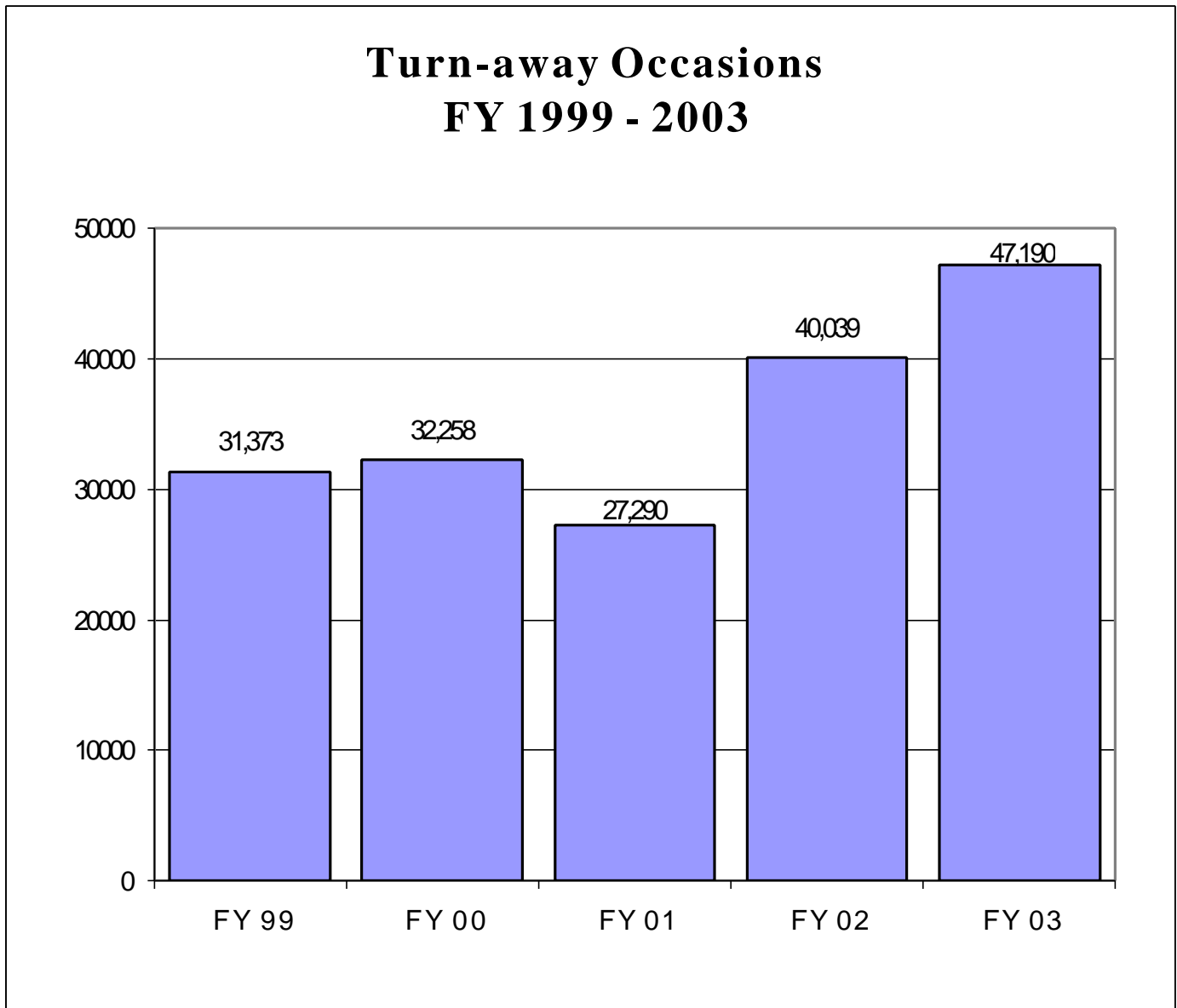
Additionally, the degree to which duplication exists in the reporting of turn-away occasions, as a person or family looks to several shelters before finding a bed, is unknown.

The chart below shows the number of turn-away occasions reported in each jurisdiction as well as the change in the reported total number of turn-away occasions for FY 2003 when compared to FY 2002.

Turn-away Occasions by Jurisdiction

Jurisdiction	Turn-away Occassions	Change from FY 2002
Allegany	346	+40
Anne Arundel	2,965	+914
Baltimore City	23,403	+7,719
Baltimore County	6,711	-177
Calvert	94	-68
Caroline	130	0
Carroll	192	-134
Cecil	1,035	+637
Charles	881	+60
Dorchester	30	-12
Frederick	2,469	+1,016
Garrett	0	0
Harford	944	-1,395
Howard	3,347	+439
Kent	0	0
Montgomery	639	-1,709
Prince George's	688	-929
Queen Anne's	0	0
St. Mary's	217	+210
Somerset	0	0
Talbot	75	+22
Washington	296	+46
Wicomico	2,594	+522
Worcester	134	-50
TOTAL	47,190	+7,151

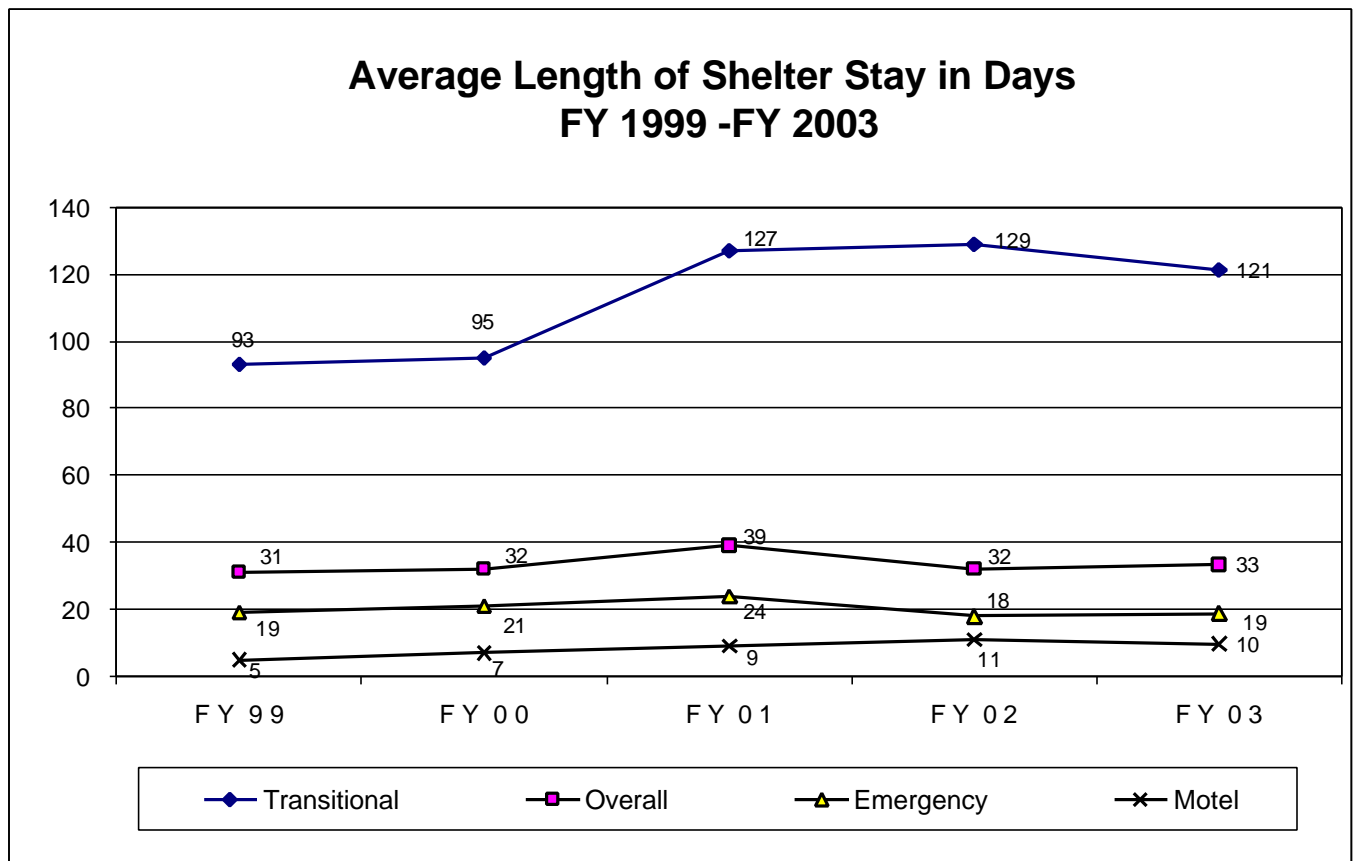
The graph below shows statewide turn-away occasions figures from FY 1999 to FY 2003.



Import Note: The decision to not include data from eleven shelters that have not responded to the homelessness services survey for the past two years and the decision to not include the data from a domestic violence shelter , as well as the closure of eleven shelters should be considered when analyzing the turn-away data. These 23 shelters contributed 3,055 turn-away occasions (7.6%) in the data for FY 2002.

AVERAGE LENGTH OF STAY

The overall average number of nights in FY 2003 a person stayed in a homeless service placement was 33. The overall average length of stay increased by 1 night from FY 2002. The average stay in an emergency shelter was 19 nights, 10 nights for a motel placement, and 121 nights in a transitional shelter. The graph below illustrates the change in average length of shelter stays during the past five years, by type of shelter.



It is important to emphasize that the average length of stay is determined by dividing the number of bednights by the number of people served. The number of people served includes some duplication, whereas the number of bednights does not.

Also, bednight data collected for FY 2003 does not take into account the time spent by the same person at the same shelter before or after FY 2003. If a shelter is full for all 365 days, but each bed turns over once, (serves two different people that fiscal year), then each person's "average" length of stay is 182.5 days, although the person may actually stay for over a year, including the days not in that fiscal year. This figure is therefore most useful in comparing figures from successive years, rather than as an accurate measure of shelter stays.

The increase in the overall average length of shelter stays can be attributed to an increase in the length of stay for people in emergency shelters. The percentage of people reportedly served in emergency shelters in FY 2003 is 70%. Therefore, any change in the length of stay for people in emergency shelters will impact heavily on the overall average length of stay.

The average length of stay in motel placements decreased by one night during FY 2003. This is the first decrease since FY 1998.

In general, transitional housing providers offer more services that enable people to develop life skills and access resources that help move them toward obtaining and sustaining stable housing. Transitional shelter providers report that longer stays afford people the opportunity to acquire resources to move out of the shelter system permanently, particularly given the lack of affordable housing throughout Maryland.

The average length of stay for people in a transitional housing program decreased in FY 2003. This is the first decrease since FY 1999.

DEMOGRAPHICS

Age, household composition, gender, and ethnicity are the four demographic characteristics collected from shelters. Demographic numbers provided for each jurisdiction may not equal the total number served because some providers do not collect and report some or any demographic data.

AGE

Providers are asked to report the number of people served in four age categories. Not all providers surveyed collect or report age data for people they serve. Of the providers reporting demographic data from FY 2003, Children ages 0 – 17 represented 21.0% of homeless people served by those providers. The largest age category for homeless people served is the 31 to 60 year olds who represented 58.8% of homeless people served in FY 2003. The chart below shows the age breakdown by jurisdiction.

Age Breakdown by Jurisdiction FY 2003

Jurisdiction	0 – 17	18 – 30	31 – 60	61 +
Allegany	124	97	202	17
Anne Arundel	477	227	459	17
Baltimore City	2,047	3,423	17,275	623
Baltimore County	669	326	493	12
Calvert	119	85	141	10
Caroline	40	26	14	1
Carroll	113	203	525	61
Cecil	227	147	409	20
Charles	394	152	298	6
Dorchester	16	28	93	5
Frederick	408	258	427	18
Garrett	35	28	70	6
Harford	213	180	217	1
Howard	120	281	71	3
Kent	2	2	8	0
Montgomery	1,456	707	1,633	86
Prince George's	962	356	799	15
Queen Anne's	0	0	0	0
St. Mary's	243	70	234	17
Somerset	4	6	8	0
Talbot	9	18	32	7
Washington	759	574	566	92
Wicomico	196	89	105	5
Worcester	80	90	239	20
State Total	8,713	7,373	24,418	1,042
Percent	21.0%	17.7%	58.8%	2.5%

HOUSEHOLD COMPOSITION

Studying the household composition of homeless people served helps to gain insight into the types of programs needed to best serve them. Individuals and families may require different sets of resources. Providers are asked to identify the people they served as individuals or as members of a family. Of the agencies collecting and reporting family status data, the number of people in families receiving shelter services represent 31% of homeless people served by those agencies. If Baltimore City's data is taken out of the statewide data, the number of people in families receiving shelter services represents 54.7%. The chart below shows the breakdown of family status by jurisdiction for FY 2003.

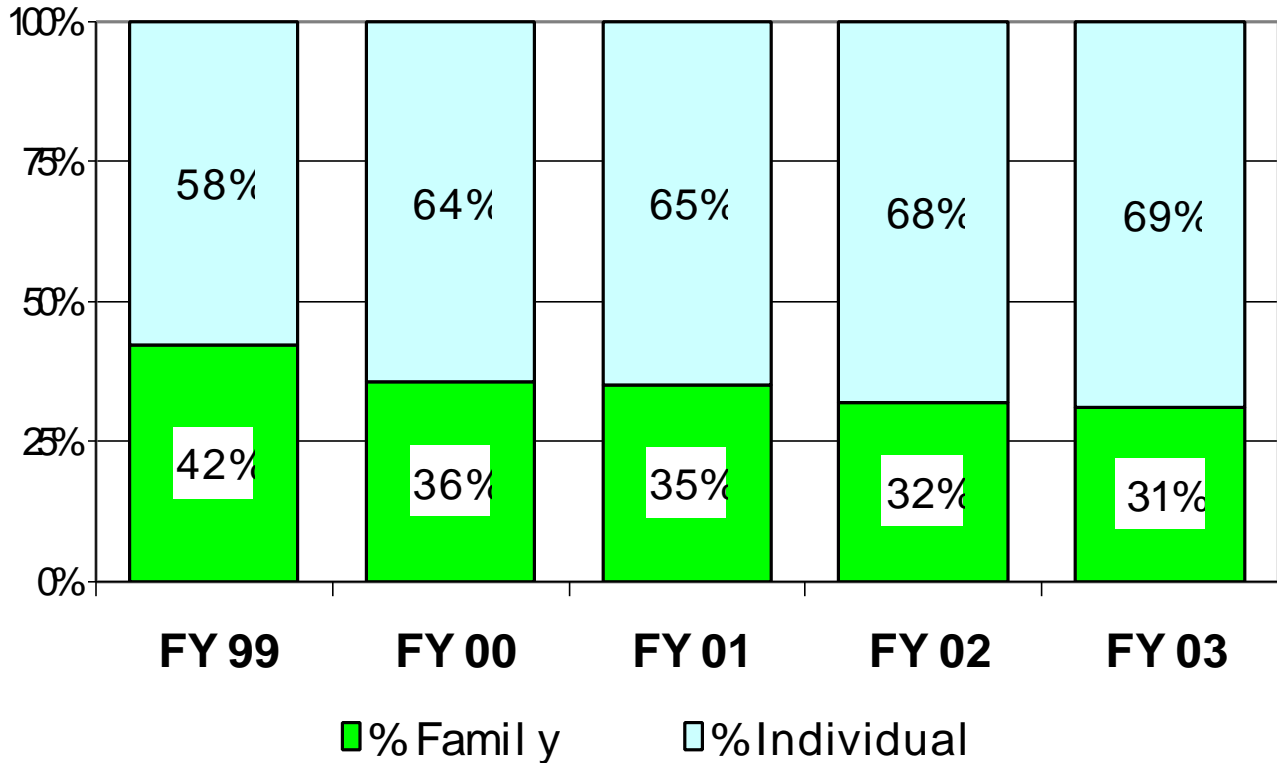
Family Status by Jurisdiction FY 2003

Jurisdiction	Individuals	Family Members	% Individuals	% Family Members
Allegany	233	207	53%	47%
Anne Arundel	429	751	36%	64%
Baltimore City	21,321	2,455	90%	10%
Baltimore County	492	987	33%	67%
Calvert	168	193	47%	53%
Caroline	0	81	0%	100%
Carroll	1,206	189	86%	14%
Cecil	355	408	47%	53%
Charles	214	631	25%	75%
Dorchester	110	32	77%	23%
Frederick	652	717	48%	52%
Garrett	46	66	41%	59%
Harford	672	463	59%	41%
Howard	100	613	14%	86%
Kent	8	4	66%	33%
Montgomery	1,857	2,487	43%	57%
Prince George's	776	1,081	42%	58%
Queen Anne's	0	0	na	na
St. Mary's	204	360	36%	64%
Somerset	9	9	50%	50%
Talbot	43	23	65%	35%
Washington	1,042	1,437	42%	58%
Wicomico	499	574	47%	53%
Worcester	328	101	76%	24%
State Total	30,764	13,869	69%	31%

The proportion of homeless people who were served as individuals increased to 69% in FY 2003 from 68% in FY 2002. This is the fifth consecutive year the proportion of homeless people served as individuals has increased from the previous year.

The graph below shows the proportion of homeless people served as individuals in relation to the number of homeless people served as family members for the past five years.

**Proportion of
Homeless People Served
as Individuals and Family Members
FY 1999 - FY 2003**



GENDER OF ADULTS

Providers were asked to report the gender of adults (18 years old and older) who were served. Of the agencies that collect and report gender data, women represent 29 percent of adults served in FY 2003. The chart below shows the gender breakdown of homeless people served.

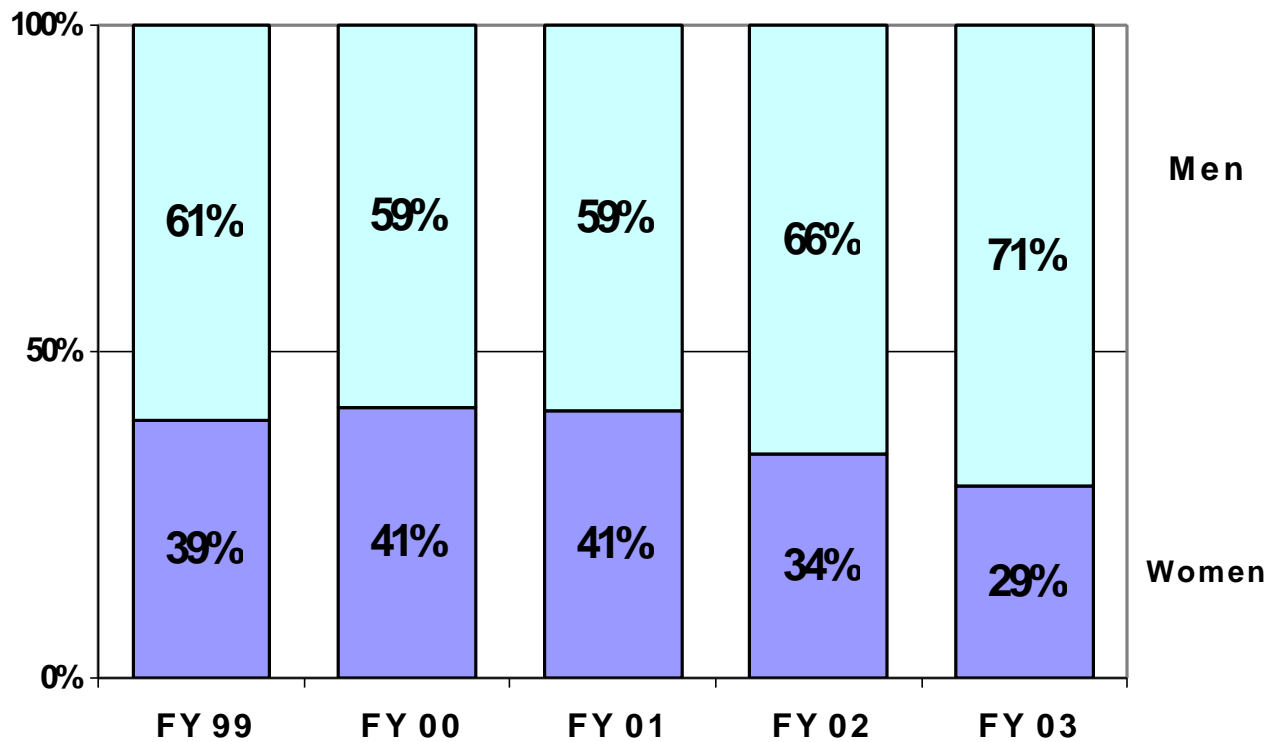
Gender of Adults by Jurisdiction FY 2003

Jurisdiction	Men	Women	% Men	% Women
Allegany	212	120	64%	36%
Anne Arundel	311	392	44%	56%
Baltimore City	19,578	4,440	82%	18%
Baltimore County	287	581	33%	67%
Calvert	92	148	38%	62%
Caroline	4	37	10%	90%
Carroll	1,154	125	90%	10%
Cecil	271	237	53%	47%
Charles	149	303	33%	67%
Dorchester	95	31	75%	25%
Frederick	519	435	54%	46%
Garrett	59	45	57%	43%
Harford	466	349	57%	43%
Howard	115	240	32%	68%
Kent	4	8	33%	67%
Montgomery	1,437	1,467	49%	51%
Prince George's	412	764	35%	65%
Queen Anne's	0	0	na	na
St. Mary's	165	167	50%	50%
Somerset	5	9	36%	64%
Talbot	15	13	54%	46%
Washington	1,140	820	58%	42%
Wicomico	21	178	11%	89%
Worcester	244	149	62%	38%
State Total	26,755	11,058	71%	29%

Note: The numbers shown in the chart above for each jurisdiction may not be equal to the total number of adults served for each jurisdiction because some shelter providers do not collect and report gender data.

The graph below shows the proportion of homeless men and women adults (18 years old and older) from FY 1999 through FY 2003 for shelter providers that collect and report gender data.

**Proportion of Homeless Adult Men and Women Served
FY 1999 - FY 2003**



ETHNICITY

The chart below is a breakdown of the ethnicity of people served by jurisdiction for FY 2003. Please note that not all local providers collect and report ethnicity data.

Ethnicity Breakdown by Jurisdiction FY 2003

Jurisdiction	White	African American	Hispanic	Other	Unknown
Allegany	372	43	7	18	0
Anne Arundel	490	525	28	34	11
Baltimore City	3,284	18,556	415	176	467
Baltimore County	418	1,056	41	22	1
Calvert	199	109	9	11	26
Caroline	54	20	2	5	0
Carroll	332	67	11	5	2
Cecil	276	76	14	2	47
Charles	312	491	18	24	0
Dorchester	62	73	6	1	0
Frederick	704	407	90	14	149
Garrett	138	1	1	0	0
Harford	323	218	25	38	7
Howard	206	455	28	24	0
Kent	5	5	2	0	0
Montgomery	718	2,484	580	163	209
Prince George's	215	1,768	84	54	0
Queen Anne's	0	0	0	0	0
St. Mary's	234	316	7	7	0
Somerset	11	7	0	0	0
Talbot	9	15	4	0	0
Washington	1,571	768	59	6	75
Wicomico	191	167	28	3	0
Worcester	240	182	3	4	0
State Total	10,364	27,809	1,462	611	994
Percent	25.1%	67.4%	3.5%	1.5%	2.4%

The chart below shows the ethnicity of sheltered homeless people served in agencies that collect and report ethnicity data from FY 1999 through FY 2003.

